

Message Text

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PAGE 01 LONDON 08707 01 OF 04 021212Z
ACTION SNM-05

INFO OCT-01 ARA-10 EUR-12 EA-10 NEA-11 IO-13 ISO-00
NSCE-00 DEAE-00 CIAE-00 INR-10 JUSE-00 NSAE-00
CTME-00 TRSE-00 ICA-11 OES-07 OMB-01 HEW-04
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TO SECSTATE WASHDC PRIORITY 6742
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LIMITED OFFICIAL USE SECTION 01 OF 04 LONDON 08707

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PAGE 02 LONDON 08707 01 OF 04 021212Z

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E.O.11652: N/A

TAGS: SNAR, OVIP (DOGOLOFF)

SUBJECT: DOGOLOFF TEAM TRIP TO EUROPE, MAY 24 -
JUNE 2: SUMMARY REPORT

REF: STATE 115145

1. SUMMARY. FROM MAY 24 - JUNE 2, LEE DOGOLOFF, DEPUTY SPECIAL ASSISTANT TO THE PRESIDENT, AND A GROUP OF THREE, CONFERRED IN PARIS, STOCKHOLM, COPENHAGEN, GENEVA AND LONDON WITH NATIONAL AND UN OFFICIALS CONCERNED WITH NARCOTICS ABUSE. THIS TRIP WAS THE SECOND PART OF A TWO-PART VISIT BY DOGOLOFF TO EIGHT EUROPEAN NATIONS, THE FIRST BEING IN FEBRUARY, 1978, TO WEST GERMANY, BELGIUM, THE NETHERLANDS AND NORWAY. DOGOLOFF WENT TO IDENTIFY AND DISCUSS POLICY ISSUES WITH NATIONAL COUNTERPARTS, TO REVIEW THE ROLE OF THE INTERNATIONAL FINANCIAL INSTITUTIONS (IFIS) IN FUNDING PROJECTS IN DRUG PRODUCING COUNTRIES, AND TO ASCERTAIN WHAT, IF ANY, EUROPEAN REGIONAL COOPERATION HAD BEEN DEVELOPED IN ANTI-NARCOTICS ABUSE FIELDS.

ALL THE EUROPEAN OFFICIALS WITH WHOM WE MET AGREED ON THE INTERNATIONAL NATURE OF THE ISSUE, AND THE NEED TO ATTACK THE PROBLEM FROM THREE SIDES SIMULTANEOUSLY: DEMAND REDUCTION (HEALTH); SUPPLY REDUCTION (LAW EN-
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PAGE 03 LONDON 08707 01 OF 04 021212Z

FORCEMENT); AND CROP SUPPRESSION AND CROP SUBSTITUTION PROGRAMS FOR LONG-TERM SUCCESS IN DRUG PRODUCING NATIONS. THERE WERE NO OBJECTIONS TO THE BETTER USE AND INTEGRATION OF DEVELOPMENT FUNDS, AND AGREEMENT ON THE NEED FOR BETTER USE OF INTERNATIONAL ORGANIZATIONS (UNFDAC, WHO, COMMISSION ON NARCOTIC DRUGS). NO ONE CHALLENGED THE ISSUE OF USING SIDE LETTERS TO THE IFIS TO HIGHLIGHT INDIVIDUAL DONOR CONCERN OF IFI FUNDS USED TO SUPPORT IN ANY WAY THE GROWING OF NARCOTIC CROPS, BUT THERE WAS CONSIDERABLE RESERVATION TO TYING IFI FUNDS DIRECTLY AND SPECIFICALLY TO DONOR CRITERIA.

THE DOGOLOFF TEAM MET WITH A STRONG EUROPEAN FEEL-
ING, IN EACH INDIVIDUAL CAPITAL, OF THE NEED FOR MORE SOPHISTICATED AND EFFICIENT COOPERATION AMONG THE EUROPEANS IN DRUG ISSUES, BUT AN ALMOST UNIVERSAL RELUCTANCE TO TAKING THE LEAD IN DEVELOPING SUCH COORDINATION. A CLEAR PREFERENCE EXISTED TO HAVE THIS COORDINATION LEADERSHIP ROLE PLAYED BY A UN OR EUROPEAN REGIONAL ORGANIZATION (I.E., WHO, POMPIDOU INITIATIVE, COUNCIL OF EUROPE, ETC.) WHICH WOULD SET UP EUROPEAN REGIONAL WORKSHOPS ON SPECIFIC SUBJECTS.

ALTHOUGH IT WAS ALMOST IMPOSSIBLE TO IDENTIFY A NATIONAL POLICY LEVEL ADVISOR IN EACH COUNTRY SIMILAR TO DOGOLOFF, THE POTENTIAL FOR SUCH COORDINATORS EXISTED IN ONE FORM OR ANOTHER IN MOST COUNTRIES. MOST INDIVIDUAL NATIONS RECOGNIZED THAT SUCH A COORDINATOR WAS NECESSARY AND DESIRABLE. END SUMMARY.

2. IFIS, MULTI-AND BILATERAL AID.

DOGOLOFF DISCUSSED THE ISSUE OF IFI FUNDS BEING USED TO SUPPORT NARCOTIC CROP PRODUCTION (SUCH AS IRRI-

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PAGE 01 LONDON 08707 02 OF 04 021218Z
ACTION SNM-05

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LIMITED OFFICIAL USE SECTION 02 OF 04 LONDON 08707

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PAGE 02 LONDON 08707 02 OF 04 021218Z

GATION PROJECTS USED TO GROW POPPIES) AND THE NEED TO ASSUME THE IFI FUNDS ARE, AT THE MINIMUM, NOT USED IN DRUG-CROP RELATED PROJECTS. HE STRESSED THAT IT WAS NOT A QUESTION OF "POLITICIZING" THE IFIS NOR RESTRICTING BILATERAL AID. HE NOTED THAT THE NARCOTIC CROP-PRODUCING AREAS ENCOMPASS SOME OF THE POOREST AREAS OF THE WORLD. THE FARMERS GROW NARCOTIC CROPS IN THESE AREAS TO SURVIVE; THEY DO NOT GET RICH FROM THE PROCEEDS. CROP RATIONALIZATION AND INCOME/CROP SUBSTITUTION COUPLED WITH INFRASTRUCTURE DEVELOPMENT, MARKETING OF PRODUCTS, AND RURAL HEALTH PROGRAMS WOULD HAVE THE DUAL EFFECT OF REDUCING NARCOTIC CROPS OVER THE LONG PERIOD AND ASSISTING DESPERATELY POOR POPULATIONS, WHO, IN MANY CASES, ARE IGNORED IN GOVERNMENT DEVELOPMENT PLANS. THE U.S. GOAL IN THE IFIS AND BILATERALLY IS TO ASSURE THAT THE NARCOTICS ISSUE AND THESE POPULATIONS ARE NOT IGNORED.

ALL CAPITALS AGREED THAT THE USE OF FUNDS FOR NARCOTICS PRODUCTION WAS UNACCEPTABLE, BUT WERE CONCERNED WITH "POLITICIZING" THE IFIS BY ESTABLISHING SPECIFIC DONOR CRITERIA. THERE WAS LITTLE OBJECTION TO RAISING THIS CONCERN INFORMALLY AND DIRECTLY WITH THE IFIS AND THE RECIPIENT NATIONS. SEVERAL EUROPEAN COUNTRIES (BOTH NOW AND IN FEBRUARY) WERE SURPRISED WITH THE U.S. SUGGESTION, AND ACTION, OF SPECIFYING BILATERAL AID IN SUCH A WAY AS TO EXCLUDE FUNDS FOR DRUG-CROP PROJECTS. MANY CLAIMED THEY HAD NOT CONSIDERED IT POSSIBLE TO STIPULATE CONDITIONS TO RECIPIENT NATIONS, AND SOME THOUGHT IT MAY BE ILLEGAL WITHIN THEIR NATIONAL CONTEXTS; ALL AGREED TO EXPLORE THE IDEA FURTHER.

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PAGE 03 LONDON 08707 02 OF 04 021218Z

DOGOLOFF RECOMMENDED TO OFFICIALS IN GENEVA AND LONDON THAT PERHAPS SMALL GROUPS OF DONOR COUNTRIES

COULD INFORMALLY MEET UNDER UN AUSPICES (PREFERABLY WITH RECIPIENT NATION'S PARTICIPATION) TO DISCUSS AN OVERALL ANTI-NARCOTIC BUT PRO-DEVELOPMENT INTEGRATED APPROACH AND BE USED AS A MECHANISM OF PERSUASION WITH THE PRODUCING NATION. THE IDEA WAS WELL RECEIVED. WE WOULD LIKE TO KNOW THE REACTION OF OTHER EUROPEAN CAPITALS INVOLVED AS DONORS IN PRODUCING NATIONS, TO THE RECOMMENDATION.

3. EUROPEAN REGIONAL COOPERATION.

INDIVIDUAL EUROPEAN NATIONS ON BOTH DOGOLOFF TRIPS EXPRESSED DESIRES TO SEE GREATER COORDINATION/COOPERATION AMONG THE WEST EUROPEANS IN NARCOTICS ISSUES. INTRA-EUROPEAN LAW ENFORCEMENT COOPERATION WAS UNIFORMLY GOOD BUT VIRTUALLY NO COMMUNICATION ON A NATIONAL STATE LEVEL EXISTS BETWEEN HEALTH OFFICIALS, MANY OF WHOM APPEAR BACKED INTO NARROW DRUG REHABILITATION/DEMAND REDUCTION PROGRAMS. IT WAS QUITE CLEAR THAT MANY NATIONAL DEMAND REDUCTION PROGRAMS COULD BENEFIT SIGNIFICANTLY FROM EUROPEAN CROSS-FERTILIZATION IN THE HEALTH FIELD. BUT NO ONE WANTED TO TAKE THE LEAD IN ORGANIZING AND DEVELOPING SUCH EUROPEAN REGIONAL COOPERATION.

THERE WAS A GENERAL FEELING THAT INTERPOL PROVIDED TOO LITTLE TOO LATE AND IN ANY CASE WOULD OBVIOUSLY BE INAPPROPRIATE FOR HEALTH QUESTIONS. SOME FELT THE POMPIDOU INITIATIVE GROUP (NEXT MEETING IN JULY IN STOCKHOLM) COULD BE DEVELOPED TO MEET GREATER EUROPEAN HEALTH COORDINATION NEEDS, BUT MANY WERE SKEPTICAL, BASED ON PAST PERFORMANCE OF THE GROUP AND THE LACK OF A SECRETARIAT FOR FOLLOW-UP. (A STRONG EXCEPTION TO THIS WAS MDME. PELLETIER OF THE FRENCH JUSTICE MINISTRY. MDME. PELLETIER HAS PRODUCED A NATIONAL, OVERALL DRUG POLICY PAPER (THE FIRST OF ITS KIND IN EUROPE) AND WILL BE A LIMITED OFFICIAL USE

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PAGE 04 LONDON 08707 02 OF 04 021218Z

HIGH-LEVEL MEMBER OF THE FRENCH DELEGATION TO THE POMPIDOU MEETING IN STOCKHOLM. SHE IS PREPARING TO RAISE IN STOCKHOLM THE NEED FOR OVERALL NATIONAL PLANNING TO FIGHT DRUG ABUSE AND THE NECESSITY FOR GREATER EUROPEAN COOPERATION IN MANY ANTI-NARCOTIC ABUSE FIELDS. SEE STATE 133332 ON THIS SUBJECT.)

THE MAJORITY OPINION COALESCED AROUND THE DESIRABILITY OF HAVING WHO, THROUGH ITS REGIONAL EUROPEAN OFFICE IN COPENHAGEN, TO CONVENE SMALL WORKSHOPS OF EXPERTS ON SPECIFIC TOPICS. TWO SPECIFIC HEALTH ISSUES IDENTIFIED WERE EPIDIOLOGY AND TREATMENT SYSTEMS AND OUTCOMES. DOGOLOFF DISCUSSED THIS ISSUE WITH WHO OFFICIALS IN GENEVA AND COPENHAGEN. THE IDEA WAS WELL RECEIVED AND WHO/GENEVA WILL REQUEST COPENHAGEN TO PREPARE AND CONVENE WORKSHOPS ON THESE ISSUES.

TWO OTHER DESIRED ISSUES -- NATIONAL PLANNING AND
EUROPEAN COOPERATION TOWARD INTERNATIONAL NARCOTIC

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PAGE 01 LONDON 08707 03 OF 04 021221Z
ACTION SNM-05

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NSCE-00 DEAE-00 CIAE-00 INR-10 JUSE-00 NSAE-00
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LIMITED OFFICIAL USE SECTION 03 OF 04 LONDON 08707

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PAGE 02 LONDON 08707 03 OF 04 021221Z

ISSUES -- AWAIT THE DEVELOPMENT AND OUTCOME OF THE WORKSHOPS. THESE ISSUES, OF A BROADER SCOPE, COULD UTILIZE A REINFORCED POMPIDOU GROUP COUPLED WITH UNFDAC AND/OR WHO ORGANIZATIONAL INPUT.

4. NATIONAL PLANNERS.

NO EUROPEAN NATION (IN FEBRUARY OR NOW) HAD A NATIONAL PLANNER EQUIVALENT TO DOGOLOFF'S ROLE IN THE WHITE HOUSE. SOME OFFICIALS SAW THE NEED FOR SUCH A CENTRAL COORDINATOR, BUT THE GENERAL FRAGMENTATION OF RESPONSIBILITY FOR NARCOTICS ISSUES IN ALL EUROPEAN COUNTRIES VISITED, PLUS THE LACK OF HIGHEST LEVEL NATIONAL POLITICAL INTEREST, WEAKENED THE FORCES TOWARD NATIONAL COORDINATION. YET, IN MOST CAPITALS, THE POTENTIAL FOR SUCH A NATIONAL COORDINATING POSITION EXISTS, AND MUST EVENTUALLY BE DEVELOPED IF THE NATION IS TO SYSTEMATICALLY AND EFFICIENTLY COMBAT NARCOTICS ABUSE THROUGH INTEGRATING DEMAND AND SUPPLY REDUCTION PROGRAMS WITH INTERNATIONAL INITIATIVES. POTENTIAL COORDINATION CENTERS ARE AS DIVERSE AS THE JUSTICE MINISTRY IN FRANCE, THE CHANCERY IN THE FRG, AND A DRUG ADVISORY COUNCIL IN THE UK. IT IS AN IMPORTANT ISSUE SINCE THE EUROPEANS NEED AND KNOW THEY NEED A BALANCED, INTEGRATED APPROACH AND THE U.S. CAN MORE EASILY WORK INTERNATIONALLY WITH NATIONAL GOVERNMENTS WHO HAVE DEVELOPED SUCH INTEGRATED APPROACHS. WE WOULD LIKE THE NARCOTICS COORDINATORS TO FOLLOW-UP ON THIS POINT BY IDENTIFYING SUCH POTENTIAL COORDINATORS, SUPPORTING THE DEVELOPMENT OF SUCH AN IDEA, AND IN A LOW-KEY MANNER, REMINDING APPROPRIATE CONTACTS OF THE NEED FOR SUCH NATIONAL POLICY PLANNERS.

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PAGE 03 LONDON 08707 03 OF 04 021221Z

5. UNFDAC AND THE COMMISSION.

THE UNANIMOUS EUROPEAN ACCEPTANCE OF THE INTERNATIONAL NATURE OF NARCOTICS ABUSE ISSUES AND THE CONCERN FOR BETTER FUNCTIONING ON THE INTERNATIONAL LEVEL WAS CONVEYED TO UN OFFICIALS CONCERNED WITH DRUGS DURING DOGOLOFF'S MEETINGS IN GENEVA. THE UNITED NATIONS FUND FOR DRUG ABUSE CONTROL (UNFDAC) AND THE COMMISSION ON NARCOTICS DRUGS (CND) WITH ITS EXECUTIVE ARM, THE DIVISION ON NARCOTICS DRUGS, HAVE THE RESPONSIBILITY FOR COORDINATING AND ASSISTING INTERNATIONAL ANTI-NARCOTICS

ABUSE PROGRAMS, IN THE DEMAND AND SUPPLY REDUCTION AREAS. DOGOLOFF STRESSED THE NEED FOR GREATER FUND AND DIVISION COORDINATION, EFFICIENCY AND RESPONSIVENESS IN COMBATING INTERNATIONAL DRUG PROBLEMS AND THE DESIRE OF THE EUROPEANS TO USE UN AGENCIES, INCLUDING WHO, TO ASSIST THE EUROPEANS IN BETTER COORDINATING THEIR EFFORTS.

FUND AND DIVISION OFFICIALS WELCOMED THE INVITATION TO TAKE A MORE ACTIVE ROLE IN DEVELOPING AND COORDINATING INTERNATIONAL ANTI-NARCOTICS EFFORTS AND EMPHASIZED THEIR WILLINGNESS TO ASSIST IN THE COORDINATING EFFORTS OF THE EUROPEANS. THEY NOTED THEIR NEED TO RECEIVE MORE TIMELY AND ACCURATE RESPONSES FROM GOVERNMENTS TO UNFDAC REQUESTS AND THEIR HOPE TO RECEIVE MORE DIRECT FUNDING FROM OTHER EUROPEAN GOVERNMENTS. THEY ACCEPTED DOGOLOFF'S SUGGESTION (MENTIONED BY SEVERAL EUROPEAN OFFICIALS) THAT THE FUND DEVELOP SPECIFIC PROJECTS AND THEN APPROACH CAPITALS FOR FUNDS FOR THESE PROJECTS.

THE NEED FOR BETTER STRATEGIC NARCOTICS INTELLIGENCE WAS STRESSED BY DOGOLOFF AND UN OFFICIALS; WHERE NARCOTICS STOCKS ARE COMING FROM, IN WHAT QUANTITIES AND BY WHAT ROUTES WERE VITAL. UN OFFICIALS ESTIMATE THAT

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PAGE 01 LONDON 08707 04 OF 04 021224Z
ACTION SNM-05

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LIMITED OFFICIAL USE SECTION 04 OF 04 LONDON 08707

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PAGE 02 LONDON 08707 04 OF 04 021224Z

THE COMBINED AFGHAN/PAKISTAN OPIUM CROP COULD HIT 800 TONS, WITH 500 TONS OF THIS ABSORBED REGIONALLY. THE OTHER 300 TONS, IN FORM OF WHITE HEROIN, COULD HIT EUROPE LIKE A WAVE BY EARLY FALL. THEY ALSO NOTICED AN INCREASE IN COCAINE IMPORTS INTO EUROPE (A PROBLEM WHICH ALL CAPITALS ALSO REFERRED TO) AND, AS A WORRISOME, BACK-BURNER ISSUE, THE INCREASED WOLD SURPLUS OF LICIT OPIUM CROPS.

6. CONCLUSIONS:

THERE IS GENUINE CONCERN IN ALL THE EUROPEAN NATIONS VISITED WITH NARCOTICS PROBLEMS AND, WITH THE POSSIBLE EXCEPTION OF THE UK, A RECOGNITION THAT DRUG ABUSE IS GROWING NATIONALLY. BUT THE CONCERN IS SITUATED ONLY IN OPERATIONAL LEVELS OF GOVERNMENT AND FOR THE MOST PART IS BASED ON FRAGMENTARY INFORMATION AND CONFLICTING HEALTH VERSUS LAW ENFORCEMENT STATISTICS. SOLID EPIDIOLOGICAL DATA IS VITAL AS IS THE CONSTRUCTION OF RELIABLE, TIMELY, STATISTICAL REPORTING TO A CENTRAL NATIONAL COORDINATING POINT. EUROPEAN LAW ENFORCEMENT COOPERATION SEEMS GOOD BUT INTRA-EUROPEAN DEMAND REDUCTION INFORMATION EXCHANGE AND COOPERATION APPEARS VIRTUALLY NON-EXISTANT. THE LACK OF NATIONAL PLANNING COORDINATORS NEGATES ANY NATIONAL POLICY, INCREASES CENTRIFUGAL FORCES, DENIES THE GOVERNMENT POLICY MAKERS AN ACCURATE PICTURE OF THE COUNTRY'S DRUG PROBLEMS, AND INHIBITS EUROPEAN AND INTERNATIONAL COOPERATION. THERE APPEARS TO BE VIRTUALLY NO SUSTAINED RECOGNITION AT

NATIONAL POLICY LEVELS IN THE EUROPEAN COUNTRIES VISITED
OF THE EXTENT AND NATURE OF THEIR DRUG PROBLEMS AND OF
THE IMPENDING CRISIS THAT COULD STRIKE THESE NATIONS
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PAGE 03 LONDON 08707 04 OF 04 021224Z

WITHIN THE NEXT 8-18 MONTHS.

U.S. POLICY INTERESTS WILL BE BEST SERVED BY CONTINUING TO IMPRESS UPON INDIVIDUAL NATIONS, AT THE HIGHEST LEVELS, THE IMPENDING DANGERS OF DRUG ABUSE INCREASES, THE NEED FOR NATIONAL PLANNING AND EUROPEAN AND INTERNATIONAL COOPERATION ON ALL FRONTS OF THE DRUG ABUSE ISSUE. CONTINUED U.S. SUPPORT FOR UN DRUG FIGHTING AGENCIES AND ENCOURAGEMENT TO THE EUROPEANS TO DO THE SAME IS ALSO CRITICAL.

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